DOCUMENT RESUME

ED 163 354 CG 013 053

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TITLE Program Planning. A Higher Education Training Monograph.
INSTITUTION Manpower Development Higher Education System (MDHES), Oakland Univ., Rochester, Mich.
SPONS AGENCY Employment and Training Administration (DOL), Washington, D.C.
REPORT NO MDHES-11
PUB DATE Sep 78
GRANT DL-31-26-74-05
NOTE 56p.

EDRS PRICE MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS Administrative Personnel; *Delivery Systems; *Employment Services; Guides; Higher Education; Inservice Education; *Job Skills; Labor Market; Program Effectiveness; *Program Planning; *Skill Development

ABSTRACT

This training monograph was produced by the Manpower Development Higher Education System and provides manpower planners with the types of theoretical and practical information necessary to achieve planning effectiveness. The training is designed for delivery on three consecutive days. The material is most appropriate for the new planner or for the planner who has not practiced planning processes beyond those demanded by funding requirements. It is anticipated that, at the conclusion of training, trainees will have a working knowledge of the following areas: manpower policy history; labor market concepts as they relate to the role of the planner; manpower planning process components; types of unemployment and their impact on manpower programs; components of the manpower planning process in relation to actual labor market situations; and a model for planning implementation that reflects local labor market and political conditions. Training methods include: lecturette, small group exercises and practice, and discussion. (Author/JLL)

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PROGRAM PLANNING
A Higher Education Training Monograph

No. 11 in a series

Produced by:
Manpower Development Higher Education System (MDHES)
Oakland University, Rochester, Michigan

Prepared Under:
Grant Award No. 31-26-74-05
Employment and Training Administration
U.S. Department of Labor

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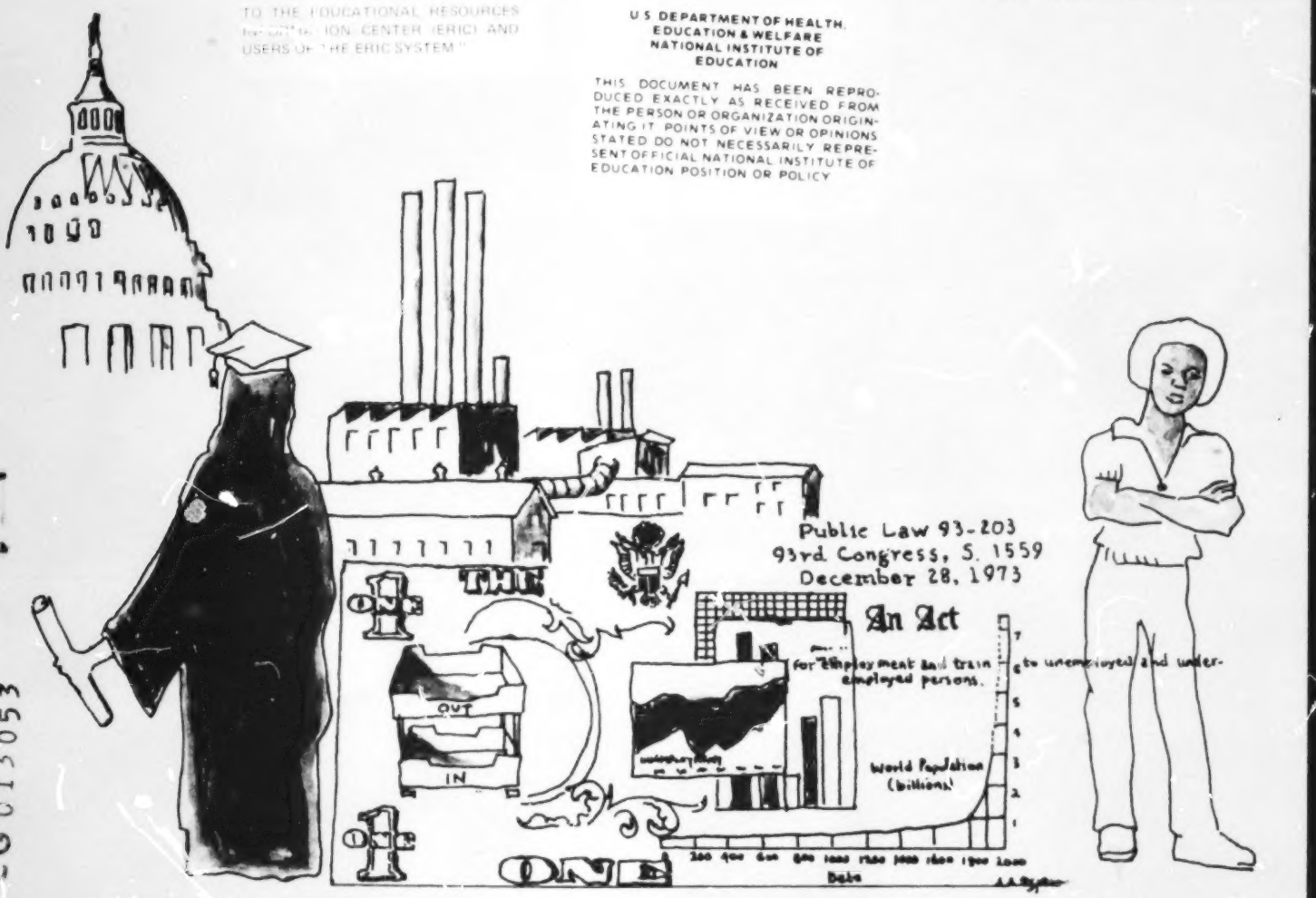

CG013053

Program Planning

A Training Monograph

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PUBLISHED BY:

Manpower Development Higher Education System
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This report was prepared for the Manpower Administration, U.S. Department of Labor, under research and development contract (grant) No. 31-26-74-05. Since contractors (grantees) conducting research and development projects under Government sponsorship are encouraged to express their own jugement freely, this report does not necessarily represent the official opinion or policy of the Department of Labor. The contractor (grantee) is solely responsible for the contents of this report.

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INTRODUCTION

With the decentralization and decategorization of manpower programs, local elected officials are now in a position to determine what the community's manpower needs are and which ones will be served with the monies available. To design programming that will make most effective use of these resources and which will be responsive to political realities, a systematic and comprehensive planning system must be developed. Although local jurisdictions are required to develop planning documents as part of the federal funding process, these plans are often completed to comply with federal requirements and are not viewed by local officials as necessarily relevant to everyday program operations. However, as officials and administrators have become acquainted with the complexities in the manpower arena, they have become increasingly aware of the important role planning can play in the effective delivery of services; nonetheless planning efforts are often incomplete and/or inadequate - not because they are not seen as essential - but because those designated as planners have not been exposed to planning methodology applicable to the province of manpower.

This training monograph has been designed to provide manpower planners with the type of theoretical and practical information necessary to achieve planning effectiveness. Utilizing the skills demonstrated through the training, the effective planner will be prepared to assist local officials to make better decisions regarding the delivery of manpower services and to relate those services to other local government activities and planning efforts.

Scope of Training

The training is designed to be delivered in three consecutive days. Because of the large amount of material to be presented in a limited amount of time and because the material is developmental in nature, it is important that the trainer make every attempt to adhere to the sequencing of activities and to the time schedule.

Although the material presented could serve as a review for the experienced and skillful planner, it is most appropriate for the new planner or for the planner who has not, on the job or through academic preparation, practiced planning processes above those demanded by funding requirements.

The most effective trainer will be the individual who possesses a working knowledge of the following areas:

- past and present manpower programs
- basic labor market theory
- labor market information
- needs analysis
- resource identification
- process of establishing priorities (policy analysis)
- development of measurable objectives
- resource allocation
- service delivery design/selection
- monitoring and evaluation

The effective trainer will also be skilled in the delivery of training - especially techniques relating to effective information presentation and to large and small group interaction.

At the conclusion of the training, the participants will evaluate the value of the training based upon the stated objectives. The daily structure of the training permits sufficient interaction to permit the trainer to make evaluative judgments regarding the participants' comprehension of the subject matter.

Training Objectives

Training participants will, at the conclusion of the training, be able to demonstrate the following skills:

1. To explain the history of manpower policy as it relates both to past and present programs
2. To define major labor market concepts and to relate these concepts to the role of the planner
3. To identify and define components of the manpower planning process
4. To identify and define the types of unemployment and the potential impact of manpower programs on each
5. To relate the components of the manpower planning process to actual labor market situations
6. To develop a model plan for planning implementation that reflects unique local labor market and political conditions.

Training Methods

Each activity is designed to develop the planner's basic planning skills. Because the activities require careful monitoring and evaluation of trainee feedback, the ratio of training staff to participants should

be one trainer to every twelve participants. Training methods will include:

- lecturette
- small group exercises and practice
- guided discussion

Small group activities will be used to allow the participants to integrate the material presented in the lecturette through practical experience.

SEQUENCE OF ACTIVITIES

DAY I

9:00-9:30 a.m. Introduction and Background

In this activity the trainers will divide the groups into pairs and ask that each pair member interview the other to find out the following information:

- Name
- Employer - location
- Job title/duties
- Prior experience
- Training expectations

The pairs will then introduce each other to the group as a whole. The trainers will also introduce themselves and provide biographical information. The trainers will present the background of the training and will briefly discuss why this type of training is being provided.

9:30-9:45 a.m. Structure of the Training

The trainers will present the training objectives (either as a handout or written on a blackboard) and discuss how each objective relates to improving planning skills. The process by which these objectives are to be reached will be dis-

cussed with special emphasis on the inter-relationship between the lecturettes (information-giving) and the small group exercises (practical application of the information). The participants will be encouraged to ask questions and to express their concerns regarding the training content and/or process.

9:45-12:00 p.m. Manpower Program History

Since planning is a developmental process impacted by both the present and the past, it is necessary for manpower planners to understand how their programs fit into the manpower continuum. In this way they will be able to build upon past efforts while avoiding the miscalculations of their predecessors. Through a lecturette/discussion the trainer will present the following information: (Throughout the presentation the trainer will point out past program strengths and weaknesses and discuss how these programs impact upon present policy).

I. The government manpower policy prior to the Great Depression

   A. Very little government intervention into the programs of the unemployed and poor

B. Public relief through private agencies

II. The Great Depression - its impact

A. The developement of:

1. Civilian Conservation Corps
2. Federal Emergency Relief Administration (FERA)
3. Presidential Committee on Economic Security
4. Works Projects Administration (WPA)
5. Unemployment Insurance
6. Social Security Act
7. Employment Service - the Wagner-Peyser Act

B. First time federal government took responsibility for the unemployed and the poor

(Discussion question: What were the long term effects of this decision by the government?)

C. Economic recovery not completed until World War II

III. Post World War II

A. Concern about the effect of returning servicemen on the unemployment rate

1. Employment Act of 1946
2. Council of Economic Advisors

B. Impact of unemployment insurance

C. The automation scare

1. Concern that machines would replace labor
2. Predicted that by 1967 millions of unskilled laborers would be unemployed
3. Impetus for formulation of manpower policy

IV. The Kennedy Administration

A. Established Office of Manpower, Automation and Training (OMAT) in the Department of Labor

B. The Area Redevelopment Program

C. Manpower Development and Training Act (MDTA) of 1962

D. Community Work and Training Program

V. The Johnson Administration - The War on Poverty

A. Rate of unemployment of minorities, youth, the poor and uneducated did not seem to be influenced by MDTA

B. Attempt to develop a comprehensive anti-poverty program:

1. MDTA - 1964; Adding legislative emphasis on the disadvantaged
2. Neighborhood Youth Corps
3. Job Corps
4. Community Work and Training Program
5. Work Experience and Training Program
6. Work Incentive Program
7. Operation Mainstream
8. Job Opportunities in the Business Section Program
9. Vocational Education Act of 1963
10. New Careers
11. Concentrated Employment Program

(Discussion question: There were many programs, not always well-coordinated. What do you think was the result of this fragmentation?)

VI. The Nixon Administration

A. Initially concerned with improving the management of manpower programs at the

national level

1. Wanted to decentralize
2. Wanted to decategorize

B. Several programs directed toward these ends

1. WIN II
2. Public Service Careers
3. Public Employment Program

C. Decentralization of programs

1. Establishment of the Cooperative Area Manpower Planning System (CAMPS) 1967
2. Enactment of the Comprehensive Employment and Training Act

(Discussion question: In your experience with present manpower programs, do you think they can avoid the problems of the past? What new difficulties have been encountered?)

3. Expected effects of decentralization
   a. Planning reflective of local needs
   b. More flexible delivery systems
   c. Greater accountability

12:00-1:00 p.m. Lunch

1:00-2:00 p.m. Small Group Discussion

Goal: This activity is designed to provide the participants with the opportunity to use historical data in planning present programs.

Objectives: Following the completion of this exercise, trainees will be able to:

1. Identify strengths and weaknesses of the CCC and the Job Corps

2. Identify the elements that made one successful and the other less so
3. Determine how this information can be compiled to present program planning

Size of Group: Divide trainees into groups of 4 or 5

Instructions:

1. On blackboard write the following:

   CCC / Job Corps / YACC

2. Review the background of the CCC and point to its success. Review the background of the Job Corps and point to its inadequacies.
   Review basic YACC regulations.
3. Ask the groups to discuss the following:
   - What factors led to CCC success? To Job Corps inadequacies?
   - Are these factors over which manpower programs have control? Why?
   - If you as a planner had the opportunity to sponsor a YACC, would you take the money? Why?
   - If you sponsor the program, what consideration would you give to the following factors:
     - residential/non-residential
     - participant characterisitics
     - recruitment

- work sites
- public relations
- participants outcomes (i.e. what would happen to participant after program participation?)

4. Allow 25 minutes for the small group discussion

Discussion: The small groups will be asked to report on their discussion.

2:00-5:00 p.m. Basic Labor Market Theory

In order for planners to utilize information about present labor market conditions, to identify trends, and to predict future market activities, it is necessary for them to understand how the labor market operates and to develop a working "labor market vocabulary." An initial step in helping the participants to develop such a vocabulary, the trainer will ask the participants to write (either individually or in small groups) the definitions of the following terms:

- labor market
- labor force participation rate
- unemployment
- cyclical unemployment
- frictional unemployment

- seasonal unemployment
- structural unemployment
- inflation
- productivity
- labor as a derived demand
- primary labor market
- internal labor market
- external labor market

The participants will be told that they are not expected to know all the definitions, and perhaps will not know any. After the participants are finished, the trainer will lead a discussion of the definitions and use this discussion as the basis for presenting the basic theoretical labor market framework. Areas to be discussed include:

I. Definition of a labor market - a theoretical concept describing all the methods and processes by which sellers of labor and buyers of labor interact.

Demand for Labor (derived from demand of final output)	←	Supply of Labor
Buyers (Producers) a. land b. labor c. capital		Sellers (Workers) a. skills b. knowledge c. abilities
↕ "Middlemen"		↕
Final Output		
Supply of Goods and Services		Demand for Goods and Services

(The trainer will discuss with the participants this depiction of the labor market).

II. Labor market concepts

A. Labor force participation rate

1. Labor force defined as those who are either working or who are actively seeking work
2. Labor force participation rate=

$$\frac{\text{labor force}}{\text{population 16 and over}}$$

3. Can be developed for subcomponents in the labor force (e.g. age, sex)
4. Changes in the labor force participation rate over the last 30 years.

(Discussion question: Which subcomponent(s) of the labor market have experienced the greatest change in the rate of participation?)

B. Unemployment

1. Defined as all those who are without employment and who are actively seeking it
2. Civilian labor force = employed + unemployed
3. Computation of the rate of unemployment - Current Population Survey

4. Cyclical, seasonal, frictional, structural unemployment.

(Discussion question: Which type(s) of unemployment are most likely to be remedied through manpower programs? Why?)

C. Elasticity of the labor force

(Discussion question: What might happen to the size of the labor force when there is a recession? Why?)

D. Determinants of the demand for labor

1. Demand for products labor produces
2. Purchasing power
3. Role of the federal government - compensatory fiscal policy

E. Characteristics of labor markets - or how do people find jobs?

1. Public and private labor markets
2. Internal and external labor markets
3. Primary and secondary labor markets
4. Organized and unorganized labor markets

F. Malfunctions of the labor market - or what happens when the concept of the perfect economy does not work?

1. Unemployment
2. Underemployment
3. Poverty
4. Disadvantagement

(Discussion questions: Why are people poor? What impact have income maintenance programs had in the supply and demand for labor in the secondary labor market? In the primary labor market?)

G. Relationship between inflation/unemployment

H. The government and compensatory fiscal policy

I. The role of manpower programs in the labor market

Day II

9:00-9:45 a.m. Review of Day I

The trainer will divide the group into half. Each group will be asked to develop five questions which cover what that group considers the most important topics discussed in Day I. The groups will be reminded that they should know the answers to the questions they have developed.

Each member of the group will write the five questions on a piece of paper. (Just the questions, not the answers). After each group has developed and written down the questions, the groups will switch questions and either as individuals or as a group will write the answers to the other groups' questions. After this task has been completed, all questions will be read and discussed by all the training participants.

9:45-10:45 a.m. The Planning Cycle

A short lecturette will be delivered by the trainers detailing the major steps in the planning process and their relationships to successful program planning. Included in their discussion will be:

- A brief explanation with examples of each step

- An explanation of the cyclical nature of the planning process

The following steps will be covered:

1. a. Review evaluation of existing programs
   b. Assessment and needs
   c. Inventory of services
2. Comparison of needs with resources
3. Listing unmet or undermet needs
4. Setting of priorities
5. Allocation of funds
6. Using and prioritizing remaining unmet needs
7. Completion of plan
8. Plan approval
9. Plan implementation
10. Monitoring and evaluation

10:45-12:00 p.m. Workshop Activity- "THE PLANNING PROCESS"

Goal: This activity is designed to allow the trainer to incorporate the ten steps of the planning process into his/her political reality.

Objectives: Following the completion of this exercise, trainees will be able to:

1. Identify and understand the 10 components of the planning process
2. Identify individuals and/or groups within their political arena who actually carry

out these 10 steps

3. Incorporate these steps into formulating their own program plan

Size of Group: Trainees will be divided into triads. This will allow for interaction among trainees.

Instructions:

1. Distribute handout entitled "The Planning Cycle" (see Handout A in appendix)
2. Each trainee will list the title of the person and/or group who carries out each planning step. There is space alloted below each step in the handout. An asterisk is to be placed by the name of the person who is determined by the trainees to be the step's key decision-maker.
3. Interaction among members of the triad is encouraged to assist in clarifying the process
4. Allow 30 minutes for the trainees to complete their lists

Discussion and Feedback: Following the completion of this exercise, the large group will reconvene. Trainees are encouraged to relate their findings to the group.

(Discussion questions: Do you recognize a trend in your agency? Does the same person do most of the planning in your agency or do different people carry out each step? Are the steps being carried out?)

12:00-1:00 p.m. Lunch

1:00-2:00 p.m. Sources of Labor Market Information

Good manpower planning requires the identification and utilization of labor market information. Through a guided discussion, the trainer and participants will identify the major sources of labor market information and will review the application of this information to the planning cycle. Sources to be discussed include:

- Employment and Training Report of the President
- The Dictionary of Occupational Titles (DOT)
- From the Bureau of Labor Statistics:
  - Current Wage Development
  - Employment and Earnings
  - Monthly Labor Review
  - Occupational Outlook Quarterly
  - Employment and Earnings, States and Areas
  - Handbook of Labor Statistics
- The U.S. Census of Population
- Through State Employment Security Agencies:
  - Annual Planning Report
  - Area Labor Market Review
  - State Labor Market Review
  - Occupational Employment Statistics
  - Quarterly Job Openings Report

- Quarterly Report on the Characteristics of the Insured Unemployed
- Labor Force and Employment Estimates
- Hours and Earnings Estimates
- Labor Turnover Rates
- Characteristics of the Insured Unemployed
- Employment Security Automated Reporting System (ESARS)
- State Occupational Outlook - 1980

(Note: For details see Sources of Labor Market Information, Handout B in appendix)

In discussing the above sources, examples will be utilized as handouts. (Note: Whenever possible, the trainer will secure local labor force information, as described previously, to be presented as handouts.) Along with presenting the sources of labor market information, the trainer will also solicit from the participants suggestions on how the information could be utilized in different phases of the planning cycle. For example, the participants will determine which sources of information will be helpful in assessing the need, in allocating resources, etc. The trainer will insure that the participants clearly understand that all the discussed labor market information is readily available and accessible.

2:00-3:00 p.m. Workshop Activity - "ASSESSMENT OF POTENTIAL TARGET GROUPS"

Goal: This activity is designed to (1) provide the participant the opportunity to use labor market

market information in an actual planning step and (2) introduce the participants to the critical issue of selecting the programs client population.

Objectives: Following the completion of this exercise, the participants will be able to:

1. Utilize basic census data
2. Utilize basic manpower statistical data
3. Identify method(s) for selecting groups to be served by manpower programs

Size of Group: Participants will be divided into triads. Interaction among the triad will be encouraged.

Instructions:

1. Distribute Handout C (see appendix) titled "Target Group Identification" and the following labor market information localized for the participants' area whenever possible:
   - SMSA Population Analysis (U.S. Bureau of the Census)
   - SMSA Characteristics of the Insured Unemployed (SESA)
   - Job Service Applicants Receiving Welfare Characteristics (SESA-ESARS)
   - Job Service Applicants Characteristics (SESA-ESARS)
   - Job Service Applicants by Occupation, sex, and minority group (SESA-ESARS)
   - Population Projections by age, sex, minority (SESA)

2. The triad will review the labor market information to identify two target groups most appropriate for manpower services. The "Target Group Identification" form may be used to summarize the data; however, the triad may choose to array the data in another way.
3. The triad will, in selecting the target groups, consider size, possible reasons for unemployment and future trends.
4. The triad will select a spokesperson who will present to the entire training session the rationale for selection.
5. Thirty minutes will be alloted for analysis and selection.

Discussion and Feedback: Each triad spokesperson will present the triad's selection and rationale. Participants will be encouraged to comment on choices and to discuss differences in selection procedures and rationales.

Alternate Exercise: The Newspaper as a Source of Labor Market Information.

(Note: The exercise "Assessment of Potential Target Groups" may be too difficult for some training groups. If the trainer prefers, the following exercise may be substituted.)

Goal: This activity is designed to assist the participant to read newspapers with an eye toward using the information to gain greater knowledge of the community, the local labor market, the local/national economy and other factors which may impact the planning process.

Objectives: Following the completion of this exercise, the participants will be able to:

1. Select pertinent news media articles
2. Analyze these articles for potential impact on planning the program performance

Size of Group: Participants will be divided into triads.

Instructions:

1. The trainer will have collected local newspapers and reviewed them for pertinent articles. (If the local newspapers do not have sufficient articles, the "New York Times" and the "Wall Street Journal" will often provide suitable information.)
2. The triads will be asked to review the newspaper and select an article to discuss and analyze.
3. The triad will select a spokesperson who will present the substance of the article to the entire group.

3:00-3:30 p.m. Using Applicant Records in Program Planning

The planners have at their fingertips a valuable source of information regarding potential program participants - those who have applied for service, but who have as yet not been enrolled in the program. The trainer, through a short lecture and guided discussion, will suggest the following as a method of utilizing this potential client information:

I. Classifying populations by preparedness for employment
   - A. High mobility
   - B. Job capable
   - C. Moderate barriers
   - D. Severe barriers

II. Indicators - For example
   - A. Work experience
   - B. Education
   - C. Access to transportation
   - D. Health

III. Process - By categorizing the potential caseload in this way, the planner cuts across usual target group classifications (e.g. race, sex, age) and assesses clients based upon their potential for employment. In determining

which groups will receive what percentage of the available resources, basic decisions are made as to the program itself. For example, if a program plans to serve those who have moderate and severe barriers, the program will probably:

- not have initially high placement rates
- have extensive employability development activities
- develop supportive service components
- expect relatively high numbers of non-positive terminations

3:30-4:30 p.m. Priority Setting

Because no program can meet all the identified needs, the process by which the planner sets priorities and then is able to substantiate these priorities to decision-makers is important (where everything is a priority, nothing is a priority). Through a lecturette and guided discussion, the trainer will present a usable priority setting process. (Initial discussion questions: How is the relative importance of manpower needs presently assessed in your program? How do you evaluate the present process?)

Areas to be covered in the lecturette include:

I. The two components of priority setting

A. Developing a list of ideal priorities in which manpower needs would be met first (in the ideal world) without regard to funding restrictions, legislative requirements, etc. This list would include:

1. Description of the unmet or undermet need
   a. narrative description of the nature of the current need
   b. magnitude of unmet need
2. Description of how the total needs are met by existing services
   a. how much of the identified need can be met by existing services
   b. how many additional services would be necessary to meet need
3. Techniques for prioritizing need
   a. at advisory board meeting, presenting needs as described previously, and encouraging board members to individually (best method) or collectively (less desirable) list priorities. As a group will discuss one another's priorities and make final listings.
   b. possible planning chart for board members

Nature of Need*	Magnitude of Need*	Magnitude of Services Needed To Meet Need*	Benefit from Meeting Need	Ranking of Need

*NOTE: Staff should supply this data

B. Developing a revised list of priorities reflecting practical limitations.

1. Factors which may change "ideal" priorities include:
   a. legislative mandates
   b. local government policy
   c. funding limitiations
   d. existence of other public or private dollars which will meet need
   e. community acceptance or prioritization
   f. existence (or lack thereof) of suitable service deliverers
   g. validity or appropriateness of program's involvement in the particular area of need
2. List forwarded to board for action/ modification

Day III

9:00-9:15 a.m. Review of Day II

9:15-10:15 a.m. Setting Objectives, Allocating Resources and The Mix of Services

In order to make the transition from strategic planning (i.e. using information sources to define needs and establish priorities) to operational planning (i.e. developing a plan of action) requires the development of measurable objectives for each established priority.

In a lecturette/discussion the trainer will explain the following material:

I. To establish objectives

A. Set numerical standards for the outputs of the program

B. Identify the specific services needed by the individual target groups to be served

C. When to set objectives

1. Develop objectives and then design delivery system
2. Develop delivery system and then determine what outputs can be expected

(Discussion question: List the strengths and weaknesses of each of these two methods.)

D. Characterisitics of objectives

1. Desirable
2. Realistic
3. Achievable
4. Measurable

II. Allocating Resources/Mix of Service

A. Forecasting manpower requirements -

where are the jobs? A possible process

for this (using labor market information)

includes:

1. Understanding of the local area's historical base of employment data by industry and occupation so that trends can be established.
2. Understanding the short and long term implications of current events (e.g. declining birth rates, balancing of payment deficit, mandating retirement in the process of being ruled unconstitutional)
3. Utilizing labor turnover and job openings information from (SESA)
4. Identifying growth industries
5. Identifying growth occupations within these industries

(In discussing "forcasting manpower requirements" the trainer will make it clear that such forcasting is at best imprecise and thus in the process there are no absolutes)

B. Allocation of Resources

1. A crucial step in the planning process is the determination of how those selected for service (the target population) will in fact be served.
2. Methods of allocation
   a. by problem
   b. by target group
   c. by service deliverer

3. Process of allocation
   a. weighting based upon such things as the unemployment rates, education level
   b. high impact allocation - where do the policy makers want things to happen (e g. the model cities program)?

C. Mix of Services

1. Type of services
   a. Entry services
   b. Employability improvement
   c. Job access
   d. Job creation
   e. Income maintenance
   f. Supportive services
2. Services to be provided will depend upon groups selected for services, priorities and objectives

10:15-11:30 a.m. Monitoring and Evaluation

No planning cycle is complete unless it has built into it a monitoring and assessment component. To make this point the trainer in a guided discussion will assist the participants to clarify the following points:

I. Definition of terms

A. Monitoring - Primarily a quantitative process

1. Continuous process of observing and reporting
2. Continuous process of comparing actual achievements to planned acievements or objectives
3. Periodic process of assessing how well a program has met its objectives at pre-determined milestones

B. Evaluation

1. Periodic process of assessing why certain programs and/or procedures have been effective in meeting their objectives and others have not.
2. Periodic process of assessing if programs affected the basic problem they were funded to resolve.

II. Principle types of evaluation measures relate to <u>input</u>, <u>process</u> and <u>output</u>.

A. Input measures define the input of resources into a prescribed process designed to achieve a specific set of outcomes, e.g.

- staff salaries
- rent
- supplies

B. Process measures track persons through the services, e.g.

- average daily attendance
- component completions
- student/treacher ratio

C. Outcome measures describe the results, e.g.

- placement rates
- skill attainment

III. In choosing measures, consideration should be given to the following:

A. Measures should be keyed to specific goals, objectives and operational indicators

B. Simple measures should be favored over complex measures

C. Measures which meet both local and federal needs and the needs of the planner are preferred

D. Costs of getting information should be less than costs of not getting it

E. Objective, quantitative measures - when available - are to be preferred over subjective judgements

IV. Types of assessments

A. Operational control and assessment

B. Alternatives effectiveness assessment

C. Outcomes assessment

D. Impact assessment

V. Examples of evaluation measures

A. Class or Program A

1.	Total cumulative participants	100
2.	Total terminations	75
3.	Total positive terminations	60
4.	Total non-positive teminations	15
5.	Total placed	20
6.	Positive termination rate (#3/#2)	80%
7.	Non-positive termination rate (#4/#2)	20%
8.	Overall placement rate (#5/#2)	27%
9.	Cumulative expenditures	$210,000

10. Cost per participant $ 2,100
11. Cost per positive termination $ 3,500
12. Current cost per placement $ 10,500

(The trainer will lead a discussion of how these simple measures can be used.)

VI. Using results

A. To modify objectives, if they are found to be unrealistic

B. To refine the plan

C. To change service deliverers

D. To provide objective data to elected officials administrators to help them make hard decisions

11:30-12:15 p.m. <u>The Political Environment and Planning</u>

In order to help the participants understand the role of the planner in a political environment the trainer will lead the participants in to exploring to following topics:

- how the enactment of CETA has affected local manpower policies
- the planner as advocate or alternative provider
- sources of influence and their concerns
  - elected officials
  - policy board

- service deliverers
- employers
- unions

- should the planner take stands on issues
- information presentation
  - simplify
  - narratives; short and to the point
  - gear presentation to the basic level of understanding in the group
  - stress facts rather than opinions
  - be prepared to support findings
  - data is effective only when understood and used

12:15-1:15 p.m. Lunch

1:15-1:30 p.m. <u>Instituting A Planning System</u>

The trainers will deliver a brief introduction of the tasks involved in designing and incorporating an effective planning system into an existing manpower program. Included in this discussion will be:

I. A review of the ten steps in the planning process with emphasis placed upon the conclusions drawn from the workshop activity "The Planning Process."

II. An outline of the mechanism required to institute a workable planning system into a program. The following steps will be covered:

A. An analysis and assessment of the present planning process. (Who are the decision-makers? When does planning take place?)

B. Identification of an ideal planning system for a particular program. (Based on program variables - size, scope, etc., different needs for different outcomes.)

C. Development of a workable planning system (incorporate the financial and political realities of a particular program.)

D. Setting of objectives for the implementation of the planning system.

1:30-3:30 p.m. Workshop Activity "INSTITUTING A PLANNING SYSTEM"

Goal: This activity is designed to allow the trainees to practice program planning in a simulated work-life situation. It is anticipated that this activity will provide a stimulus for carry over of this training experience into the trainees' work setting.

Objectives: Following the completion of this exercise, trainees will be able to:

A. Accurately analyze the planning network in their program and assess its effectiveness.

B. Apply the steps involved in program planning in developing and implementing a planning system.

C. Institute a planning system in a new or already existing program.

Size of Group: In order to insure the trainee focuses on his/her own particular program, he/she will be required to work independently. If more than one person per program is represented, trainees may be divided into pairs. It is essential to the success of the exercise that each person relate the planning process to his/her particular setting.

Instructions:

1. Distribute handout entitled "Instituting A Planning System." (Handout D in appendix)
2. Each trainee will complete Part A of the exercise. Steps include:
   a. assessing his/her program planning system
   b. determining his/her ideal system

c. formulating a realistic, individual planning system

d. setting objectives

e. detailing tasks

3. Each trainee will complete Part B of the exercise. For each task detailed in Part A the trainee will indicate:

a. format to be utilized in presentation

b. to whom tasks will be presented

c. who will make the presentation

d. what decision was made

e. a time schedule for implementation of tasks/decision

4. Each trainee will prepare a brief (3-5 min.) presentation of his/her method of planning system implementation.

3:30-4:15 p.m. Trainees will individually present a brief (3-5 min.) Presentation. The presentation will answer the question, "How would you institute a planning system within your program?"

4:15-4:30 p.m. Workshop Feedback. Trainers will elicit reactions from the trainees and provide feedback to the participants regarding the workshop exercise.

4:30-5:00 p.m. Wrap-up and Evaluation. The trainers will review the day's activities and answer questions. The participants will be asked to complete the evaluation form.

SUGGESTED READING FOR TRAINERS

Clagle, Evan and Kramer, Leo. Manpower Policies and Programs - A Review, 1935-1975.

"Improving the Use of Labor market Information for Planning," University of Missouri-Columbia, College of Arts and Sciences, Department of Economics, Human Resources Program.

Levitan, Sar A. Programs in Aid of the Poor for the 1970's. rev. ed., Policy Studies in Employment and Welfare No. 1 Baltimore, MD: John Hopkins Press, 1973.

Levitan, Sar A. and Mangum, Garth L. Federal Training and Work Programs in the Sixties. Ann Arbor, MI: University of Michigan Press, 1968.

Levitan, Sar A., Mangum, Garth L. and Marshall, Ray. Human Resources and Labor Markets. Harper and Row Publishers, 1972.

Mangum, Garth L. and Walsh, John. A Decade of Manpower Development and Training. Salt Lake City, Utah: Olympus Publishing Company, 1973.

Mangum, Garth L. Employability, Employment and Income. Salt Lake City, Utah: Olympus Publishing Company, 1976.

Mangum, Garth L. and Snedeker, David. Manpower Planning for Local Labor Markets. Salt Lake City, Utah: Olympus Publishing Company, 1974.

Manpower Program Planning Guide, U.S. Department of Labor, Manpower Administration.

APPENDIX

HANDOUT A . . . . . THE PLANNING CYCLE

HANDOUT B . . . . . SOURCES OF LABOR MARKET INFORMATION

HANDOUT C . . . . . TARGET GROUP IDENTIFICATION

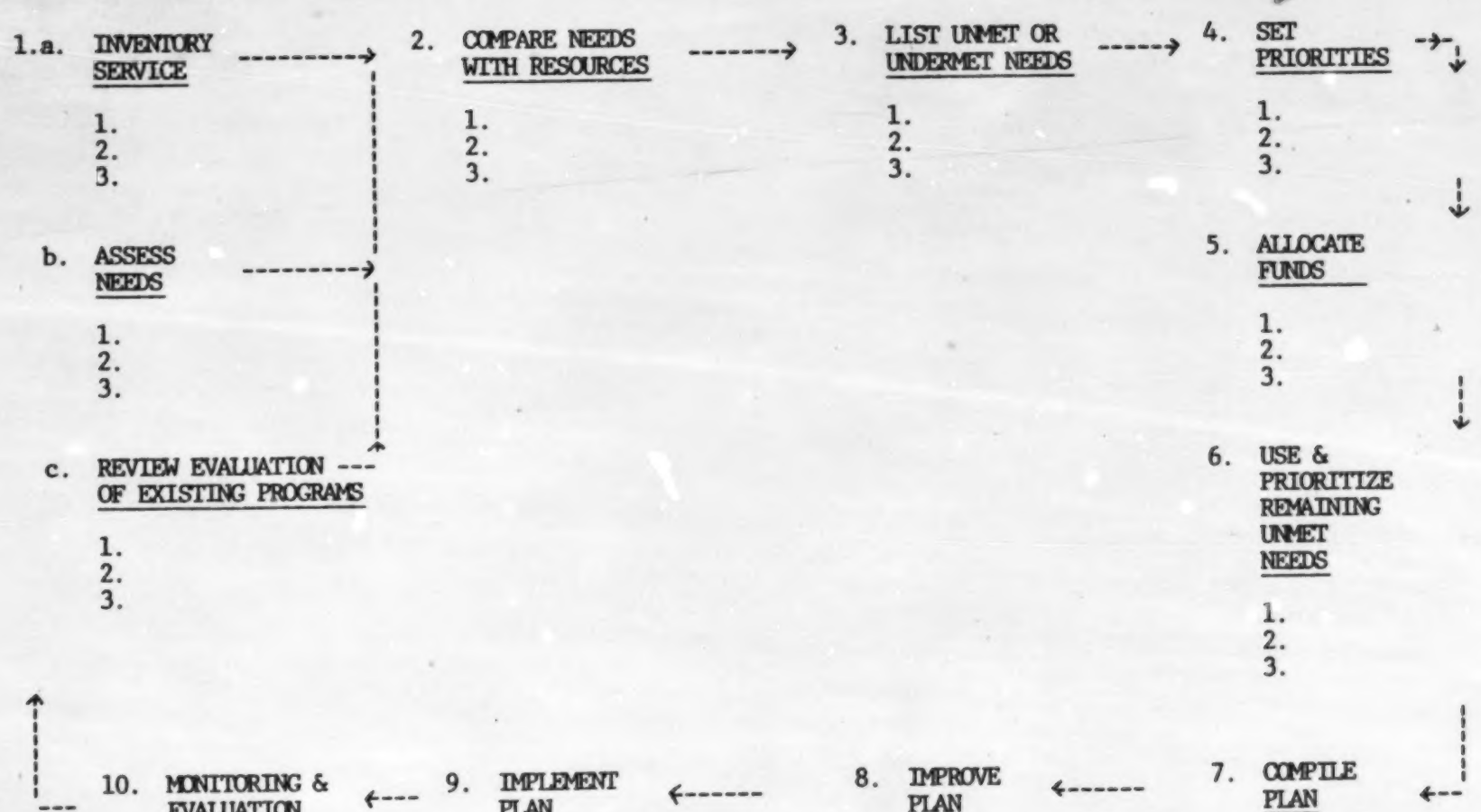
HANDOUT D

PART A . . . . . INSTITUTING A PLANNING SYSTEM

PART B . . . . . IMPLEMENTING A PLANNING SYSTEM

HANDOUT A

THE PLANNING CYCLE



HANDOUT B

SOURCES OF LABOR MARKET INFORMATION

Good manpower planning requires the identification and utilization of labor market information. Through a guided discussion, the trainer and participants will identify the major sources of labor market information and will review the application of this information to the planning cycle.

Employment and Training Report of the President

Transmitted annually by the Department of Labor, these reports present a good source of information regarding manpower policies and policy directions. Factors affecting manpower requirements, resources, utilization and training are discussed. Some examples of topical areas are: industry employment trends; employment gains in the regions and states; government expenditures and manpower requirements; manpower supply and demand; joblessness and poverty in the urban slums; underemployment and poverty in rural areas; underemployment and underutilization of manpower, skills shortages and training needs. Each report includes an extensive statistical expendix.

The Dictionary of Occupational Titles (DOT)

Volume II of the DOT is especially helpful in identifying the industry in which an occupation can be found, the related work areas and common profession paths. Volume I provides standard occupational definitions for thousands of jobs common in the American economy.

From the Bureau of Labor Statistics:

Current Wage Development

Wage and benefit changes resulting from collective bargaining settlements and management decisions; statistical summaries; and special reports on wage trends.

Employment and Earnings

Current data for the United States as a whole, for individual states, and for more than 200 local areas on employment, hours, earnings and labor turnover.

Monthly Labor Review

Articles on employment, labor force, wages, prices, productivity, unit labor costs, collective bargaining, workers' satisfaction, social indicators, and labor developments abroad. Regular features include a review of developments in industrial relations, significant court decisions in labor cases, book reviews, and current labor statistics.

Occupational Outlook Quarterly

Current information on employment trends and outlook, supplementing and bringing up-to-date information on the Occupational Outlook Handbook.

Employment and Earnings, States and Areas

Historical state and areas employment and earnings statistics in the nonfarm sector of the economy.

Handbook of Labor Statistics

Historical tables of major series published by BLS.

Handbook of Labor Statistics

Published annually - makes available in one volume the major series produced by the Bureau of Labor Statistics. In general, each table is complete historically, beginning with the earliest reliable and consistent data and running through the calendar year of publication. Related series from other governmental agencies and foreign countries are included.

The data are grouped under economic subject matter headings such as: labor force, employment, unemployment, wages, etc. The data are grouped without regard to the surveys or other sources from which the information was developed. For example, the section on "Employment" covers data from several programs "Current Population Survey", "Current Employment and Labor Turnover Statistics", "Farm Employment and Wage Rates", "Government Employment", "Apprentices in Training", and "Manpower Development and Training."

The U.S. Census of Population

Compiled and published every tenth year, is the most comprehensive source of statistical information on employment by occupation and industry. The most recent Census data are for 1970. Planners will find that the most useful of the many Census reports are those called "Detailed Characteristics", which are available for each state. These reports

provide information on the population's social characteristics such as age, race, school enrollment and school years completed; and economic characteristics such as occupation and industry of employment, weekly hours of work and income. For some characteristics, metropolitan areas with population exceeding 10,000 are tabulated separately.

Through State Employment Security Agencies:

Annual Planning Report

A comprehensive collection of available labor market information and related labor force characteristics. Publication includes narrative and tabular discussion of trends in population, labor force, employment and unemployment along with information relating to the need for employment and training programs, characteristics of the economically disadvantaged and barriers to their employment.

Area Labor Market Review

A comprehensive analytical and statistical report which examines local labor market conditions. Programs and resources aimed at resolving employment problems are described.

State Labor Market Review

Review of recent labor market trends in the state and major labor market areas. Publication includes labor force and employment developments, unemployment insurance claims, activities and hours and earnings data.

Occupational Employment Statistics

An analytical and statistical report of occupational staffing patterns by industry. Data for wholesale and retail trade and regulated industries available.

Quarterly Job Openings Report

A report of current job openings by occupation listed with the SESA along with the supply of registered applicants.

Quarterly Report on the Characteristics of the Insured Unemployed

A narrative and statistical analysis of the characteristics of the insured unemployed including data by sex, age, occupation and industry attachment.

Labor Force and Employment Estimates

Estimates of civilian labor force, employment, unemployment and unemployment rate by place of residence and components of wage and salary employment by place of work.

Hours and Earnings Estimates

Estimates of average workweeks and average hourly and weekly earnings for production workers in manufacturing industries and nonsupervisory workers in selected nonmanufacturing industries.

Labor Turnover Rates

Estimates of accessions (new hires and recalls) and separations (quits, discharges and layoffs) in selected manufacturing industries as a percent of total manufacturing employment.

Characteristics of the Insured Unemployed

Tabular data on the characteristics of the insured unemployed. Sex, age, occupation, industry attachment and current duration of unemployment are included.

Employment Security Automated Reporting System (ESARS)

Data on employment service activities including job applicant characteristics, counseling, referrals and placements.

State Occupational Outlook - 1980

Tabular and narrative discussion of employment projections to 1980 by occupational category.

HANDOUT C

TARGET GROUP IDENTIFICATION

Potential Target Groups (For example)	Population	Number of Unemployed	Total Unemployed 15 Weeks Or Longer	Total Below Poverty Level	Total Not High School Grads
Youth (16-21)					
Females					
American Indians					
Spanish Surname					
Handicapped					
Non-White					
Veterans					
Population (45-64)					
Female Heads of Households					
TOTAL					

HANDOUT D

PART A

INSTITUTING A PLANNING SYSTEM

This exercise is designed to assist you in determining how to implement a planning system within your existing program.

1) Write a short paragraph assessing the planning system currently in use. A review of the workshop exercise, "The Planning System" may be helpful.

2) Apply what you have learned to date and outline what you consider to be the ideal planning system for your program.

3) Consider the political and financial realities of your program and formulate a planning system which you think will work.

4) Set objectives for the hypothetical implementation of the planning system in your program. List below:

1. _____

2. _____

3. _____

5) Break objectives down into specific tasks to be performed. List below:

1. a) _____

   b) _____

   c) _____

2. _____

3. _____

4. _____

HANDOUT D - PART B

IMPLEMENTING A PLANNING PROCESS

Task (Be Specific)	Presentation (Oral, Written, Formal Proposal Etc.)	To Whom (Name and/or Title)	Decision Reached (Specify)	Decision Implementation Dave